WATER RESOURCE DEVELOPMENT

THE EXPERIENCE OF U.S. NON-PROFIT ORGANIZATIONS: PROGRAMS, ISSUES & RECOMMENDATIONS

Prepared by
Maryanne Dulansey

March 1977

American Council of Voluntary Agencies for Foreign Service, Inc.
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THE AMERICAN COUNCIL OF VOLUNTARY AGENCIES FOR FOREIGN SERVICE, INC. was founded in 1943 for the purpose of providing a forum for cooperation, joint planning and the exchange of ideas and information in order to avoid duplication of effort and assure the maximum effectiveness of the relief, rehabilitation and development programs of American voluntary agencies. Through the mechanism of the Council, member agencies have established relationships not only among themselves but also with non-member agencies and governmental, intergovernmental and international organizations. Since 1955, the Council has operated the Technical Assistance Information Clearing House under contract with the U.S. Agency for International Development.

THE TECHNICAL ASSISTANCE INFORMATION CLEARING HOUSE serves as a center of information on the socio-economic development programs abroad of U.S. non-profit organizations, including voluntary agencies, church missions and foundations. It makes available to organizations, government, researchers and others, source materials from its files for study and research. Through publications and the maintenance of an everyday inquiry service TAICH responds to the need for current information about development assistance with particular reference to the resources and concerns of the private, non-profit sector.

THE ADVISORY COMMITTEE ON VOLUNTARY FOREIGN AID was established in 1946 to serve as a focal point for relations between the U.S. Government and U.S. private and voluntary organizations active in the fields of relief, rehabilitation and development overseas. The Committee's advisory responsibilities are to provide information and advice to A.I.D. and other U.S. Government agencies relating to areas of foreign assistance in which the Government and private and voluntary organizations interact; to provide assistance to the community of private and voluntary organizations working abroad, relative to problems and issues in their relations with A.I.D. and other Federal agencies; to foster public interest in voluntary foreign aid and the activities of the private and voluntary organizations. Through the Foreign Assistance Act, the Committee has the operational function of registering qualified U.S. private, non-profit organizations that have overseas voluntary aid programs and seek to be registered. Such registered organizations are then eligible to apply for participation in the U.S. Government overseas freight reimbursement, Food for Peace and Government-owned excess property programs. The Advisory Committee is composed of private citizens who serve without compensation; the Secretariat is located in the Office of Private and Voluntary Cooperation, Bureau for Population and Humanitarian Assistance, Agency for International Development.

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SYNOPSIS

U.S. non-profit organizations (NGO's) can make a significant contribution to the goal of providing water for everyone by 1990. Data gathered by TAICH of the American Council of Voluntary Agencies for Foreign Service, Inc. indicated that 70 organizations have water projects in 42 countries, undoubtedly a conservative figure. The two largest, CARE and Catholic Relief Services, each channel between $500,000 and $1 million annually to water development projects.

The main strength of these organizations, many of them church-related is their ability to reach the base--the people who need help in getting clean water--and to involve them in the process of development. The organizations view participation as being of prime importance, and find it relatively east to achieve in water projects. NGO's can also help match the technology to local conditions--including cultural--by experimenting with interventions in village settings. They maintain a rapidity of action and a flexibility that serve people's needs, especially in times of emergency. They provide a channel of communication between people in developing countries and people in the United States. The cost of their operations is relatively modest.

Their weaknesses are the other aspect of their strengths. They may fail to fit into government water programs, becoming discouraged at the time and effort needed to "go through channels." There may be inadequate coordination and communications with other development agencies, national and foreign, private and intergovernmental. They often lack adequate technical expertise.

U.S. non-profit organizations are aware of these shortcomings and are attempting to make improvements. However, everyone working

to assure clean water for everyone by 1990 must participate in the effort. Non-governmental organizations, governments, intergovernmental organizations need to play down their organizational interests and give priority to the task at hand. They need to improve their communications with each other and with their constituencies. They must do more to foster the participation of the people in water development. They must place water, the prime life need, in the total context of human development. The UN Water Conference provides an opportunity for renewed efforts in these directions which U.S. non-profit organizations working overseas wholeheartedly support.

II. INTRODUCTION

Clean water for everyone by 1990. A difficult goal set by governments at the United Nations Conference on Human Settlements (HABITAT, Vancouver, June 1975) especially considering that 2,000 million people do not today have clean water, and they are spread throughout the developing countries of the world. The United Nations Water Conference is meeting to set targets, identify constraints, and promote down-to-earth action programs which will bring water to people.

What role do United States private, non-profit organizations* play in bringing water to people in developing countries? What are some of the issues they see, some of the problems to be resolved? In short, what information and ideas can American non-profit organizations contribute to the UN Water Conference, and to the goal of clean water for everyone by 1990?

This paper is an effort by the American private and non-profit community working overseas to:

1) provide information about themselves and their work in water resources development;
2) identify issues; and
3) suggest ways in which progress toward the goal can be accelerated.

This is <u>not</u> an official position paper, but rather a compilation of data and ideas which its sponsors, the American Council of Voluntary

*This includes voluntary agencies, non-governmental organizations (NGOs), private voluntary organizations (PVOs) missionary groups and foundations. Although there are subtle differences the terms are used here interchangeably.)

Agencies for Foreign Service, and its Technical Assistance Information Clearing House, the author, and the organizations involved hope will contribute toward reaching the goal of clean water for everyone by 1990.

III. OVERVIEW OF NON-PROFIT ORGANIZATIONS: Number and Diversity

The American Council of Voluntary Agencies for Foreign Service (ACVAFS), with 45 members, and the Technical Assistance Information Clearing House (TAICH), a Council department which collects and disseminates information on the broad spectrum of U.S. non-profit organizations involved in international development assistance, embrace all major U.S.-based non-governmental, non-profit groups which provide development and humanitarian assistance overseas. The current TAICH directory, U.S. Non-Profit Organizations in Development Assistance Abroad-1971, contains profile descriptions and information on these agencies' development programs in 124 countries in Africa, East Asia and Pacific, Latin America and Near East-South Asia. Regional Guides, Profile Reports, Country Reports and Category Reports organize, detail, and update information in the Directory. The basic data in this paper have been drawn from 59 Country Reports and the Category Report Food Production and Agricultural Assistance (December 1974). The author also had access to the files of some non-profit organizations and interviewed staff members and persons who have worked in water resource development programs overseas.

The Country Reports indicate that 70 non-profit organizations are engaged in water resource development projects in 42 countries. (See Appendix 1). The Food Production and Agricultural Assistance category report shows that one third (47) of the 153 agencies

reporting agricultural projects are also doing work in water resource development for agricultural use. These numbers are conservative on several counts:

(1) It is possible that some agencies provided general information for Country Reports which may have omitted specific mention of water projects included in health, community development, and agricultural programs;

(2) Not all countries were included in the data collection (since the 59 country reports were searched, rather than the Directory) and the Category Report is limited to water for primarily agricultural use;

(3) Some of the data was generated in 1973. Since then, U.S. non-profit organizations have acted on the growing awareness in the world development assistance community of the critical importance of adequate, clean water supplies to human development.

Magnitude of Programs

It was not possible to segregate the total amount of money invested in water programs through American non-profit organization from existing information. However, data from the largest American voluntary agencies is indicative of U.S. private involvement. Catholic Relief Services (CRS)* averaged annual expenditures of $700,000 over the 12 year period 1965-1976 inclusive. CRS reports water

*[CRS-USCC, Summary of Water Supply and Improvement Projects 1965 to Present, (Oct. 1976).]

programs in 36 countries during that period. More than half the total amount for the period was spent in India ($5.5 out of $8.5 million). CARE operates at approximately the same level and has increased its inputs into water development substantially since 1973. CARE's FY 1976 approved program includes 15.6% for community water development. CRS allocates about 15% of its project funds to water development. Other non-profit organizations with water projects in several countries are: United Methodist Committee on Relief (UMCOR) (7); Church World Service (CWS), Lutheran World Relief (LWR), World Relief Commission of the National Association of Evangelicals, World Vision Relief Organization (6 each); Africare, Baptist World Alliance (5 each). This information should be regarded as indicative, rather than definitive, as was stated earlier.

Operational Style

Non-profit organizations are interested in people. They are particularly interested in people who most require help to attain the basic life needs, the most critical of which is water. They are learning from experience that is is more important to focus on the drinker than on the well,* not only because people are more important than things, but because bitter experience has shown time and again that the way something is done is more important than what is done. This is not the place for recounting tales of water projects which failed because the people were forgotten or misunderstood or bypassed. But it is important to remember that providing clean water for everyone by 1990 means more than installing wells, pumps, dams, ditches, pipes and taps.

*Adapted from Edgar Stoesz, Mennonite Central Committee.

American non-profit organizations are close to people who need clean water; they operate at village level; they seek to assist the poor. They are also consciously improving their operational style by becoming more critical of their goals and the means of achieving those goals, and by attempting to foster true popular participation in development projects.

IV. ISSUES AND PROGRAM RESPONSES

Perspective on the Problem

People must have access to water resources to survive. Only in extreme situations has a lack of water to drink been the primary cause of death. The problem is more complicated. The issues are what quantity of water, what quality, for what uses, at what cost. People need to be able to cope with their environment, to interact with water resources successfully, to build security against sudden changes in supply such as droughts and floods. People need to have water to drink which does not bring them sicknesses either from ingestion (gastroenteritis) or because it harbors disease vectors (malaria, schistosomiasis, onchocerciasis, etc.). People need to have water to use as they choose -- to raise cattle, to bathe, to grow crops, to generate power -- as well as to drink. The technology is available; the funds are available. Why does the need still exist?

The technology and funds are thought to exist outside of the community which needs water resource development. The problem appears to be that the technology and the funds have not been mobilized, have not been moved into action. Various reasons are given, usually centering around lack of political will and inefficient use of resources. One can also argue that the technology and funds (or

resources) are available, to a certain extent, within the community which needs water resource development, but that they have not been mobilized, have not been moved into action. Why not? What can non-profit organizations do to help?

Mobilization and application of resources has a great deal to do with people, especially their motivation and organization. Non-profit organizations can help by working with people in the process of discovering their abilities to effect changes in their lives and their environment. They can help people to see themselves and the ordinary surroundings of their daily life as resources. They can help by being there and by believing in people's ability to act for themselves. They can help by linking the energies of people who are moved to act on their own behalf to resources both within the community and outside it.

All this is relevant to the last issue of providing clean water to everyone by 1990, that of the cost. Again, the concept of cost is not so simple as a statement of what monies were spent. Cost means cost/benefit, or what did we get for what we paid? Was it worth it? What alternatives might we have chosen? With what results? The concept of cost includes the relationship of the cost/benefit to the resources within the community; in other words, we must ask ourselves whether we are living within our means, both material and human means. If this relationship is too far out of balance, the project will be difficult to sustain.

Often water is available at some distance from where it is needed, a factor which can greatly increase the cost, and make it exceedingly difficult for small villages to bear the cost of installing water systems under such adverse conditions. The relativ-

ely high cost of developing water resources is also sometimes difficult for governments of developing countries to justify in terms of return on investments. Non-profit organizations can help them with social overhead investments so vital to their long-term development.

The method of delivering water must fit the resource and cultural context of the community, in so far as possible. This is really what is meant by the term "appropriate technology." Appropriate technology is a bone of contention between the rich and the poor, the donor and the recipient, the haves and the have-nots. Admittedly American non-profit organizations have a biased perspective because they are from a rich, donor, "have" country. Nevertheless, they feel that the concept of appropriate technology is not a way to deny technological (and material) resources to the poor, recipient, "have-not" countries. To American non-profit organizations it is the statement of a discovery made from experience, which should have been recognized all along -- that development is a process, that people progress incrementally, that people have to be able to control change in order to use it to their advantage, and that it all takes time and resources and motivation. To attempt to leap forward too far may result in failure and defeat the purpose, or at least create a setback.

In order to match the program intervention to its context, it is useful to think in terms of a hierarchy of water systems with different stages or levels of complexity, and which is related to the level of a particular community's resources (the water itself, material resources, technology, and human knowledge, motivation,

organization and skills).* As far as could be determined, this concept has not been sufficiently developed, and is not being widely used. Some attempts have been made, but lack of funds, personnel, program continuity and long-range planning have militated against them.

Program Activities - Research & Development

Non-profit organizations are just beginning to expand their activities beyond the provision of assistance, into research, testing, evaluation and dissemination of results. A few examples will illustrate the trend. Volunteers in Technical Assistance (VITA) was the first to compile a guide, the Village Technology Handbook (first issued in 1963; revised May 1970) giving simple instructions on implementing water projects. Approximately half the handbook deals with water resources and sanitation. Headings are: developing water sources, water lifting and transport, water storage and water power, water purification, sanitary latrines, bilharziasis. The Village Technology Handbook, together with the Peace Corps Wells Manual (Program and Training Journal Special Issue, January 1975)** and Ground Water and Wells (1972. Johnson Division, Universal Oil Products Co., St. Paul, Minnesota 55165) are the field guides most used by American non-profit organization involved in water resource development.

CARE and CRS, for example, have sponsored research into water

*I am indebted to Fred R. Weber, consultant in water resources, forestry, agriculture and rural development for this concept, which he has developed in greater detail than presented here.

**The Wells Manual deals with African projects. Peace Corps is in the process of revising and expanding it for worldwide application. The new publication will be entitled Wells Construction, scheduled for Summer 1977 issue.

programs. CARE supported the Skimming Wells Research Project in Pakistan and CRS the experimental program of a local agency in Bangladesh, the Christian Organization for Relief and Rehabilitation (CORR), in low-cost tubewells. Both projects were for agricultural uses of water. CRS is oponsoring a local evaluation of the water projects in the State of Chiapas, Mexico. The evaluation will examine not only technical aspects of the projects, their effects on health (reduction in parasites), but also the potential of water projects as instruments for community formation and socio-economic change. These potable water projects evolved from scattered, missionary-sponsored efforts on behalf of Indian communities to a coordinated program with technical inputs and resources from the communities, U.S. voluntary agencies and foundations, Oxfam and UNICEF.

In Niger the problem of finding suitable pump rodding locally threatens the extension of the otherwise strong ABI (Abidjan) pump. Church World Service and the Peace Corps are in the process of attempting to find a solution to this problem.*

In addition, a number of American non-profit organizations (and those of other nations as well) have supported an Indian organization, Action for Food Production (AFPRO), which has a Water Resources Development Department. AFPRO functions to some extent in research and development. They support on-going program, evaluate proposals and existing projects, inventory and procure spare parts, investigate groundwater resources. AFPRO assigns 22 employees to water resources fieldwork out of a total staff of 53. It also has a

*Alan T. Miller, Canada-Africa Trip Report, 1976. Mr. Miller is Assistant Director for Africa Program, PACT (Private Agencies Cooperating Together) New York - based consortium of development-oriented non-profit organizations.

Technical Information Service Department which from 1967 to 1974 distributed 2,500 Monthly News Notes and responded to 14,600 requests for technical information.*

Program Activities--Implementation: The Range of Projects, Examples

The range of water projects in which American non-profit organizations are involved includes relatively sophisticated projects such as cloud seeding in Niger by Africare, drip irrigation in Senegal by Catholic Relief Services and a hydroelectric power plant in Haiti by Baptist World Alliance. In some cases relatively sophisticated equipment has been used for well drilling and for dam construction. Experience indicates, however, that there is a need to take greater care in matching the technology and equipment to the project context. For example, lack of parts, fuel, or personnel equipped to operate and maintain the equipment has resulted in its underutilization. The transfer of what may seem to Americans to be simple technology, the windmill, for example, is often fraught with unexpected complications for these reasons, or because of insufficient experience with its use. In most cases it is wiser and more effective to seek to supply technology already in use in the area, or at most a step or two above existing levels.

Most U.S. voluntary agency water projects are in the range of technology which communities are equipped to utilize. The greater part of assistance has been rendered in digging and repairing wells, providing water lifting devices and in laying pipes to conduct both surface and ground water. Many of the wells have been hand-dug, especially in the Sahel. Non-profit organizations have provided funds and/or materials such as reinforcing rod, concrete, piping, and pumps. The villagers, usually with technical assistance from the

* TAICH Country Report: India, October 1974.

government, foreign volunteers, or non-profit organization staff (local and foreign), provide the labor and some materials. In some cases a Food for Work scheme is used. (see below, Resources).

It is not uncommon to find several agencies cooperating in water projects. The Peace Corps Wells Manual discusses a small bore drilling project in Togo to provide "a year-around supply of drinking water for village people, and, if possible, for their domestic needs in the village or as near to it as possible to eliminate carrying water long distances." This project was carried out through the joint efforts of The United Church Board for World Ministries which furnished the project director and funds for expenses, including 8 Togolese salaries, Oxfam with grants for capital investment, Togolese Government which provided housing for volunteers, the Peace Corps with 8 volunteers, the Association Francaise des Volontaires du Progres with 1 volunteer, Catholic Relief Services which provided part of the salary of a Canadian welder/mechanic and duty free import of well supplies, all under the sponsorship of the Evangelical Church of Togo.

Another example of cooperation and evolvement is in the Madagascar village water systems project. Church World Service, Catholic Relief Services and the local churches have been responsible for bringing drinking water to a number of villages in the North and recently, in the Southwest. A lack of funds impedes utilization of the government's considerable technical capabilities in maintaining current systems or building new ones. The work began on scattered projects in the North in 1969, with the collaboration of CWS and CRS. Gradually the projects were drawn together, and technical assistance was included. The Lutheran Church in the Southwest recently developed a similar program with major assistance from CWS.

The Lutheran Church Development Committee lets the town councils (fokontany) know about their concern and encourages them to submit

water project requests. By November 1, 1976 there were 17 requests for wells, 3 for dams. The Committee only accepts written requests from the fokontany stipulating that they arrived at the request through a series of meetings. The Committee verifies the request, then the local technican visits the community and drills at a place chosen by the community. In case no water is found after another attempt, the team suggests a location. Of the initial four projects, two were successful at the start, and two ran into problems with community decision and commitment to the project. The Committee has engaged a full-time person, a young local pastor, to run the program and hopes to complete up to five wells before rainy season.

As in the foregoing illustrations, a Lutheran World Relief project in India shows that organization and motivation of the people is more critical to project success than technology or qeuipment. The people in Baramati,* a district 150 miles southeast of Bombay, suffered alternating drought and flood. Through the efforts of two Australian missionaries, between 300 to 400 villagers were mobilized into working together and building 101 dams with simple hand tools and pans, Lutheran World Relief and Church World Service provided Food-for-Work in support of the project. The dams resulted in a rise in the water tables of the area, and farmers near the dams were able to dig wells for their small plots. LWR supplied $67,500 to the Baramati Agricultural Development Trust which was placed as collateral with the Central Bank of India. The collateral backed loans averaging $1,350 to more than 300 subsistence farmers. The loans were used by the farmers to dig wells permitting a sufficient inflow of water, 30-50 feet deep and 15-20 feet wide, and to purchase diesel pumps and pipe for irrigation.

*Lutheran World Relief has produced a filmstrip about this project, "Miracle at Baramati."

Often non-profit organizations play the critical role of identifying local institutions and individuals who can provide project leadership and management. If this step is ommitted, the project suffers increased likelihood of failure, often due to lack of maintenance. Under conditions of emergency there is an increased tendency of government to government (or UN to government) assistance to fail to identify and work with local private institutions and people. For example, this occurred in areas of the Sahel during the drought, and resulted in a lack of adequate maintenance of wells and pumps because government capacity was overtaxed. Such overloads, especially in emergency situations, may also inadvertently prevent or delay the implementation of needed projects. Non-profit organizations could cooperate to alleviate these conditions.

American non-profit organizations are also taking a greater role in providing education in the proper use of water, in the maintenance of equipment, and in sanitary practices. Many agencies teach health and nutrition practices, including sanitary practices and the proper use of water, to mothers in the course of their maternal-child health programs. Many agencies promote the construction and use of latrines. Some are increasing their attention to the maintenance of safe water supplies. In Tunisia CARE has been involved with water projects since 1969, when it cleaned, repaired and improved eight wells in the northwest that had become seriously contaminated by flood waters. Oxfam (England) furnished the funds. Later, 243 wells were rehabilitated with AID funds. Presently CARE is engaged in water projects in three regions; Sfax, Bizerte, and El Kef. The project features include surveys, the training of local mason/excavation teams and a

mobile well disinfection/handpump repair team. These projects are done in cooperation with the Tunisian government, and utilize U.S. Peace Corps personnel.

American non-profit organizations are engaged in all kinds of surface and groundwater projects. The relatively unsophisticated, smaller projects show more success, especially when the people are prepared, technical assistance and planning are adequate, and maintenance is assured. Some 22 agencies are involved in India, doing everything from well drilling to the construction of dams, ponds, water storage tanks and irrigation systems to the provision of pumps and related materials, and to training in the use and conservation of water. As an example, the Rural Service Center in Anklesvar, sponsored by the Church of the Brethren, offers an extensive educational program for the entire community. The village extension program trains young men in basic farm methods, the proper use of water, fertilizers and seeds, and in animal and nutritional problems.

The provision of loan funds is also very useful to water resource development. As in the Batamati (India) project, even in the poorest areas people are often able to repay the cost of improving their water supplies. In Haiti, CARE is making loan funds available to the Grande Riviere du Nord Cooperative so that pipes and accessories for a potable water system can be purchased. The Cooperative will provide locally available materials and labor, and repay the loan. The Mennonite Central Committee will provide technical assistance and co-sign the loan. The U.S. Government is providing the funds.

American non-profit organizations increasingly recognize the need to fit in with government programs and local water authorities and

to improve their own technical inputs in water projects. They may support local experts (e.g. AFPRO in India), foreign experts, or hire people onto their own staffs. They may seek volunteers specifically for their own programs, or use those already in the field such as U.S. Peace Corps or other nationals. Some U.S. non-profit organizations provide such technical help, notably VITA and the Cooperative League of USA, which has provided water experts to India. Whenever possible non-profit organizations seek technical help from the governments with which they are working. Usually government bureaus are understaffed and unable to attend to these organization needs. At times, voluntary agency personnel may serve the government. In one such case a sister of the Daughters of Charity of St. Vincent de Paul was government-appointed head of the Department of Health in Alto Beni (Bolivia), supervising health and sanitation projects including construction of water wells and sewer systems, courses in personal hygiene and child care, and services to clinics, hospitals and health centers in the district.

Their Resources

American non-profit organizations are aware of the need for water among the people with whom they work. Their assistance tends to take shape according to the resources at their command. One of those resources is food provided by the U.S. Government (under PL480, Title II) through voluntary agencies to needy people, both in times of emergency and in regular programs. Countless wells, dams, and irrigation ditches have been built or repaired by the users themselves in "Food for Work" projects. Although it varies according to cultural context, food payments, most often in imported commodities,

is attractive to the extent that food shortages exist. One of the indicators that the Sahel drought conditions were improving was the increasing difficulty experienced in recruiting village labor to build small dams for food payments. This prompted non-profit organizations to provide cash payments in some cases. However, in cases where there is a tradition of communal labor and under conditions of acute food scarcity, food-for-work commodities are a useful resource in water projects.

The U.S. Government food program has also generated funds which U.S. voluntary agencies were able to use on water projects, particularly in India. Local currency paid by the Indian government for food was made available to voluntary agencies for use in agricultural projects. The changing availability of these "Section 204" funds accounts for the drop off in funds spent on water projects in India by one agency (Catholic Relief Services) in the periods 1965-70 and 1971-76 from $4.7 million to $824,000.

The funds that American non-profit organizations channel to water resource development projects come from a variety of sources--their own constituencies (church congregations), the public, the U.S. Government, foundations, voluntary agencies of other nations (particularly in Europe, Canada, and Australia), other governments, and intergovernmental bodies (especially UN agencies). In some cases they come from local sources, usually business and charitable, often foreign. TAICH Country Reports provide some information on the agencies cooperating in country programs. American non-profit organizations would not be able to do so much in water resources development without the assistance of these groups; they gratefully acknowledge their assistance.

V. RECOMMENDATIONS

Increase Support

Why should non-profit organizations seek increased support in their programs to provide water to people in developing countries? They are effective in reaching people. They are an expression of a need to understand other cultures and people, and to interact with them. They are a means of exchange. Non-profit organizations in countries across the development spectrum are an expression of caring about others and as such, they can make a special contribution to development. Even in cases when governments are dedicated to the best service of their people, distrust often exists in the minds of some, usually the poor. Non-profit organizations escape this presumption precisely because they are seen as voluntary, not mandated by law. Their size is also an advantage; they are small enough to be flexible and relatively unfettered by bureaucracy.

Share Responsibility

There are some warning notes that should be sounded. Non-profit organizations should not be seen, nor see themselves, as an alternative to government development efforts. The governments of all nations have the responsibility to serve all their people. By providing resources to non-profit organizations, governments acknowledge their special contributions and the need for their assistance. Governments must, at the same time, consider the propriety and feasibility of providing such services themselves. For example, many governments have moved into the provision of medical care, once the sole concern of voluntary bodies. On the other hand, non-profit organizations must not operate without reference to government water

programs. They must coordinate their systems methodology, responses to problem, training and provisions for use and maintenance with government. Otherwise the projects will have limited utility. They must also guard against the comfort of resting in one place too long. They must move on as governments grow into the areas they pioneered, seeking out human needs and trying out new ways of meeting them. They must accept the role of experimenters, and realize that it is government's proper responsibility to institutionalize the provision of services society feels it needs.

Divide the Labor

As everyone, governmental and non-governmental organizations alike, focuses on the task--the provision of clean water for everyone--there can be an acknowledged division of labor, and a mutual respect springing from the realization that both kinds of functions are useful and necessary to development.

Cooperation

If such were the case, more communication and cooperation would exist. For example, non-governmental organizations would be included in governmental planning sessions. The experiences have been varied, and the results uneven, but there is some indication that progress is being made.

The chief obstacle to cooperation is a tendency to act on the basis of organizational objectives, to the detriment of development objectives. Insofar as development assistance agencies can focus on development objectives, better cooperation can result. This is sometimes precipitated by emergencies. American non-profit organizations have been, and are, members of coordinating groups formed in the wake of a disaster to marshall and utilize resources more

effectively. In some cases, the groups have been composed of foreign NGO's, often they include national groups; in some cases they have close ties with government, often by way of liaison officers. There have been some problems with such groups. At times foreign NGO's vie with each other to "capture the good projects." Often the agencies with greater resources (usually foreign) tend to overwhelm the smaller ones (usually national). Cooperation often wanes as emergency needs are met, ignoring the need to cooperate on development programs. This is an unfortunate situation, since long-term assistance is required to help those most seriously affected build additional security to protect them against the next emergency. It is the difference between curative and preventive medicine.

Governments of affected nations may overdo their efforts to put some order and thought into reconstruction, building new bureaucracies in the name of coordination and planning, and impeding or preventing non-profit organizations from rendering needed assistance.

An encouraging model of cooperative action has resulted in the Sahal countries of Africa. The interstatal governmental body, CILSS (Permanent Interstate Committee for Drought Control) also has a non-governmental section, CILSS/ONG. CILSS now includes eight countries.

At the September 1976 meeting of CILSS/ONG, attended by 25 NGO's (including U.S.) seven government NGO liaison representatives, and CILSS staff, reports were given on project status. Then the participants broke into two working groups, one to discuss particular issues (e.g. the necessity of creating Freedom From Hunger organizations in each country, the problem posed by short-term appointments of national NGO liaison representatives, the ways to improve information exchanges, the problem of paying customs duty on materials imported

for development projects). The second group was charged with devising a strategy that would better meet the objectives for coordination of efforts. Eight resolutions were adopted by the groups, centering around facilitating the voluntary role through better coordination of non-governmental/governmental contacts. One of the best strategies to accomplish this goal, it was stated, is to encourage in all countries of the region the formation of coordinating groups for non-profit organizations like SPONG in Upper Volta and GAP in Niger.*

In his report on the Participation of Non-Governmental Organizations in Programs of Reconstruction and Long-term Development in the Affected Zone of the Sahel covering the period January 1974 to September 1976, the Director of the NGO Division of CILSS, K.S. Marido, recognized the role of NGO's:

"After the creation of the NGO program in CILSS, the number of projects and programs increased considerably; since the month of June 1974 to total number of projects identified by NGO's in 6 member countries of the Sahel, the right to be counted as real partners in development. The most important projects and programs in the fight against the drought in the Sahel are actually financed by NGO's."

There are two Sahel countries with national NGO groups. SPONG (Permanent Secretariat of Non-Government Organizations) in Upper Volta has 28 member voluntary agencies (including American) and functions to coordinate policy, exchange ideas and information, and foster project cooperation. Scarcely a year old, SPONG is moving into acquiring technical skills and information which can be utilized by all members. GAP (Association of Non-Governmental Assistance) in

*I am indebted to Alan T. Miller of PACT, for providing information on the Sahel organizations.

Niger has had a more difficult development, due perhaps to the comparatively recent involvement of non-profit organizations there.

Keep Development in Water

The experiences of American non-profit organizations outlined above indicate the importance of placing the development of water resources within the context of integrated human development. In situations where the people have been full participants the best results have been achieved. It may take longer, but it is much more valid and valuable.

It is hoped that government delegates to the UN Water Conferennce will adopt a plan of action which emphasizes a more equitable and less politically and socially disruptive pattern of development. To quote Barbara Ward in a recent article in the Economist (London, February 5, 1977) "Whichever aspect of inadequacy one picks out - the lack of emphasis on safe water, sanitation and health, the enormous neglect of agriculture, the unplanned, pell-mell urbanization and the careless wastes and pollutions of new technologies - water can be Ariadne's thread through the labyrinth."

APPENDIX 1

WATER PROJECTS BY COUNTRY, BY U.S. NON-PROFIT ORGANIZATION

	Page
Africa	a
East Asia & Pacific	d
Latin America	e
Near East-South Asia	h

Source: TAICH Country Reports

AFRICA

AGENCIES	Benin	Botswana	Cameroon	Chad	Ethiopia	Ghana	Ivory Coast	Kenya	Lesotho	Liberia	Madagascar	Mali	Niger	Senegal	Somalia	Sudan
African Mission Fathers									●							
Africare				●								●	●	●		
Baptist World Relief				●										●		
CARE								●	●				●			
Catholic Relief Services - USCC	●	●	●		●	●		●	●		●	●	●	●		●
Christian Missionary Alliance												●	●			
Christian Reformed World Relief Committee													●			
Church World Service											●					
Cultural Survival		●														
Episcopal Church		●														
The Ford Foundation		●														
International Institute of Rural Reconstruction							●									
Kaiser Foundation International								●								
Lutheran World Federation					●											●
Lutheran World Relief					●											●
Mennonite Central Committee				●												

AFRICA

AGENCIES	Benin	Botswana	Cameroon	Chad	Ethiopia	Ghana	Ivory Coast	Kenya	Lesotho	Liberia	Madagascar	Mali	Niger	Senegal	Somalia	Sudan
Mill Hill Missionaries			●					●								
Near East Foundation		●														
Operation Crossroads Africa						●										
Oxfam-America					●											
St. Patrick Missionary Society								●								
Society/Holy Child Jesus						●										
Sudan Interior Mission					●								●			
United Methodist Church										●						
United Methodist Committee on Relief									●			●	●		●	●
United Presbyterian Church					●											
World Neighbors	●							●								
World Relief Commission/Evangelicals				●						●		●				
World Vision Relief Organization					●			●				●				

b.

AFRICA (continued)

AGENCIES	Tanzania	Togo	Tunisia	Upper Volta	Zambia												
Africare				●													
American Friends Service Committee					●												
CARE			●														
Catholic Relief Services - USCC	●	●		●													
Lutheran World Relief		●															
Mennonite Economic Development Assoc.	●																
Pallottine Missionaries	●																
Southern Baptist Convention				●													
United Church Board/World Ministries		●															
World Vision Relief Organization				●													

EAST ASIA & PACIFIC

AGENCIES	Indonesia	Philippines	Thailand														
AFL/CIO Asian-American Free Labor Institute (AAFLI)		●															
CARE	●																
Catholic Relief Services - USCC	●	●	●														
Church World Service	●	●															
Divine Word Missionaries	●																
Foster Parents Plan	●																
Mennonite Central Committee	●																
United Presbyterian Church/U.S.A.			●														
World Relief Commission/Evangelicals			●														
World University Service	●																

LATIN AMERICA

AGENCIES	Belize	Bolivia	Brazil	Chile	Colombia	Dominican Republic	Guatemala	Haiti	Honduras	Nicaragua	Paraguay	Peru	Uruguay			
AFL/CIO American Institute for Free Labor Development (AIFLD)						●										
Amer. Women's Hospital Service		●														
Baptist World Relief								●								
Brother's Brother Foundation									●							
CARE	●				●		●	●	●	●		●				
Catholic Relief Services		●		●		●		●		●	●	●	●			
Church World Service								●	●							
Daughters of Charity		●														
Eastern Mennonite Board of Missions									●							
The Ford Foundation				●												
Foster Parents Plan		●														
Franciscan Sisters of St. Joseph												●				
Futures for Children					●											
IRI Research			●													
Lutheran World Relief			●													
Maryknoll Fathers		●														

LATIN AMERICA

AGENCIES	Belize	Bolivia	Brazil	Chile	Colombia	Dominican Republic	Guatemala	Haiti	Honduras	Nicaragua	Paraguay	Peru	Uruguay			
Maryknoll Sisters							●			●						
Mennonite Central Committee		●						●								
Missionary Church								●								
Nat'l Assn. Partners of the Alliance			●		●					●						
Oblates of Mary Immaculate								●								
Pan American Development Foundation		●														
Public Welfare Foundation												●				
Redemptorists						●										
Reorganized Church of Jesus Christ of Latter Day Saints									●							
Sisters of the Most Precious Blood		●														
Sons of Mary Missionary Society												●				
United Methodist Committee on Relief								●								
Unevangelized Fields Mission								●								
VITA									●							
West Indies Mission								●								
World Neighbors			●		●					●	●					

LATIN AMERICA

AGENCIES	Belize	Bolivia	Brazil	Chile	Colombia	Dominican Republic	Guatemala	Haiti	Honduras	Nicaragua	Paraguay	Peru	Uruguay		
World Relief Commission/Evangelicals									●						
World University Service									●						
World Vision Relief Organization								●							

NEAR EAST-SOUTH ASIA

AGENCIES	Bangladesh	India	Jordan	Pakistan	Yemen
American Lutheran Church		●			
Baptist World Relief	●	●			
CARE			●	●	
Catholic Relief Services - USCC	●	●			●
Christian Church		●			
Church of the Brethren		●			
Church World Service		●			
Cooperative League/U.S.A.		●			
The Ford Foundation		●			
Good Shepherd Agricultural Mission		●			
Lutheran World Federation		●			
Lutheran World Relief		●	●		
Mennonite Board of Missions		●			
Mennonite Central Committee		●	●	●	
Gen'l Conference Mennonite Church		●			
Mill Hill Missionaries		●		●	

NEAR EAST-SOUTH ASIA

AGENCIES	Bangladesh	India	Jordan	Pakistan	Yemen											
Save the Children Federation/ Community Development Foundation	●															
United Church Board/World Ministries		●														
United Methodists		●														
United Methodist Committee on Relief		●														
Vellore Christian Medical College Board		●														
World Education		●														
World Neighbors		●														
World Relief Commission/Evangelicals		●														
World Vision Relief Organization	●															

APPENDIX 2

Names and Addresses of

U.S. Non-Profit Organizations

with Water Projects

Membership in the American Council of Voluntary Agencies for Foreign Service is indicated with a +, and registration with the Advisory Committee on Voluntary Foreign Aid with an *.

Source: TAICH Country Reports

AFL-CIO (AMERICAN FEDERATION OF LABOR & CONGRESS
OF INDUSTRIAL ORGANIZATIONS)
* Asian-American Free Labor Institute
815 16th Street, N.W.
Washington, D.C. 20006

AFL-CIO (AMERICAN FEDERATION OF LABOR & CONGRESS
OF INDUSTRIAL ORGANIZATIONS)
American Institute for Free Labor Development (AIFLD)
1015 20th Street, N.W.
Washington, D.C. 20036

AFRICAN MISSION FATHERS
American Province
23 Bliss Avenue
Tenafly, New Jersey 07670

AFRICARE
1424 16th Street, N.W.
Washington, D.C. 20036

*+AMERICAN FRIENDS SERVICE COMMITTEE
1501 Cherry Street
Philadelphia, Pennsylvania 19102

THE AMERICAN LUTHERAN CHURCH
422 South Fifth Street
Minneapolis, Minnesota 55415

AMERICAN WOMEN'S HOSPITALS SERVICE
255 West 34th Street
New York, New York 10001

BAPTIST WORLD RELIEF
A Program of the Baptist World Alliance
1628 16th Street, N.W.
Washington, D.C. 20009

BROTHER'S BROTHER FOUNDATION
824 Grandview Avenue
Pittsburgh, Pennsylvania 15211

*+CARE, INC.
660 First Avenue
New York, New York 10016

*+CATHOLIC RELIEF SERVICES - U.S.C.C.
1011 First Avenue
New York, New York 10022

CHRISTIAN CHURCH (DISCIPLES OF CHRIST)
Division of Overseas Ministries
222 South Downey Avenue
Indianapolis, Indiana 46219

THE CHRISTIAN AND MISSIONARY ALLIANCE
Box C
Nyack, New York 10960

*+CHRISTIAN REFORMED WORLD RELIEF COMMITTEE
2850 Kalamozoo Avenue, S.E.
Grand Rapids, Michigan 49508

CHURCH OF THE BRETHREN GENERAL BOARD
(WORLD MINISTRIES COMMISSION)
1451 Dundee Avenue
Elgin, Illinois 60120

*+CHURCH WORLD SERVICE
475 Riverside Drive
New York, New York 10027

* COOPERATIVE LEAGUE OF THE U.S.A.
Cooperative League Fund, Inc.
1828 L Street, N.W., Suite 1100
Washington, D.C. 20036

CULTURAL SURVIVAL, INC.
11 Divinity Avenue
Cambridge, Massachusetts 02138

DAUGHTERS OF CHARITY OF ST. VINCENT DE PAUL
Emmitsburg Province
St. Joseph's Provincial House
Emmitsgurg, Maryland 21727

DIVINE WORD MISSIONARIES
Mission Office
Techny, Illinois 60082

EASTERN MENNONITE BOARD OF MISSIONS & CHARITIES
Oak Lane & Brandt Boulevard
Salunga, Pennsylvania 17538

THE EPISCOPAL CHURCH OF THE U.S.
The Domestic and Foreign Missionary Society
815 Second Avenue
New York, New York 10017

THE FORD FOUNDATION
320 East 43rd Street
New York, New York 10017

*+FOSTER PARENTS PLAN, INC.
P.O. Box 400
Warwick, Rhode Island 02886

FRANCISCAN SISTERS OF ST. JOSEPH
Sisters of St. Joseph of the Third Order of St. Francis, Inc.
General Motherhouse
107 South Greenlawn Avenue
South Bend, Indiana 46617

FUTURES FOR CHILDREN
4401 Montgomery Boulevard, N.E., #118
Albuquerque, New Mexico

c.c.

GOOD SHEPHERD AGRICULTURAL MISSION, INC.
P.O. Box 116
Fontanelle, Iowa 50846

* INTERNATIONAL INSTITUTE OF RURAL RECONSTRUCTION, INC.
1775 Broadway
New York, New York 10019

IRI RESEARCH INSTITUTE, INC.
One Rockefeller Plaza
New York, New York 10020

KAISER FOUNDATION INTERNATIONAL
P.O. Box 817
Oakland, California 94604

LUTHERAN WORLD FEDERATION
U.S.A. National Committee
360 Park Avenue South
New York, New York 10010

*+LUTHERAN WORLD RELIEF
360 Park Avenue South
New York, New York 10010

MARYKNOLL FATHERS
Maryknoll P.O., New York 10545

MARYKNOLL SISTERS OF ST. DOMINIC, INC.
Maryknoll Sisters Center
Maryknoll, New York 10545

MENNONITE BOARD OF MISSIONS
Box 370, 500 South Main
Elkhart, Indiana 46514

*+MENNONITE CENTRAL COMMITTEE
21 South 12th Street
Akron, Pennsylvania 17501

GENERAL CONFERENCE MENNONITE CHURCH
Commission on Overseas Mission
Box 347, 722 Main Street
Newton, Kansas 67114

MENNONITE ECONOMIC DEVELOPMENT ASSOCIATES, INC. (MEDA)
21 South 12th Street
Akron, Pennsylvania 17501

MILL HILL MISSIONARIES, INC.
American Headquarters
Albany, New York 12203

MISSIONARY CHURCH, INC.
Board of Overseas Missions
3901 South Wayne Avenue
Fort Wayne, Indiana 46807

* NATIONAL ASSOCIATION OF THE PARTNERS
OF THE ALLIANCE, INC.
Partners of the Americas
2001 S Street, N.W.
Washington, D.C. 20009

*+NEAR EAST FOUNDATION
54 East 64th Street
New York, New York 10021

OBLATES OF MARY IMMACULATE
St. John the Baptist Province
46 Mt. Washington Street
Lowell, Massachusetts 01854

* OPERATION CROSSROADS AFRICA, INC.
150 Fifth Avenue
New York, New York 10011

* OXFAM-AMERICA
Box 288, 302 Columbus Avenue
Boston, Massachusetts 02116

PALLOTTINE MISSIONARIES
Province of the Immaculate Conception
309 North Paca Street
Baltimore, Maryland 21201

* PAN AMERICAN DEVELOPMENT FOUNDATION
1725 I Street, N.W.
Washington, D.C. 20006

PUBLIC WELFARE FOUNDATION
2600 Virginia Avenue, N.W.
Washington, D.C. 20037

REDEMPTORISTS
Baltimore Province
7509 Shore Road
Brooklyn, New York 11209

REORGANIZED CHURCH OF JESUS CHRIST
OF LATTER DAY SAINTS
The Auditorium
Independence, Missouri 64051

ST. PATRICK'S MISSIONARY SOCIETY
U.S. Province
70 Edgewater Road
Cliffside Park, New Jersey 07010

*+SAVE THE CHILDREN FEDERATION/
COMMUNITY DEVELOPMENT FOUNDATION
48 Wilton Road
Westport, Connecticut 06880

SISTERS OF THE MOST PRECIOUS BLOOD
General Motherhouse
204 Main Street
O'Fallon, Missouri 63366

SOCIETY OF THE HOLY CHILD JESUS
New York Province
Convent of the Holy Child
Westchester Avenue
Rye, New York 10580

SONS OF MARY MISSIONARY SOCIETY
General Headquarters
567 Salem End Road
Framingham, Massachusetts 01701

SOUTHERN BAPTIST CONVENTION
Foreign Mission Board
3806 Monument Avenue
Richmond, Virginia 23230

SUDAN INTERIOR MISSION, INC.
Cedar Grove, New Jersey 07009

UNITED CHURCH BOARD FOR WORLD MINISTRIES
United Church of Christ, Divisions of World
Mission and World Service
475 Riverside Drive
New York, New York 10027

THE UNITED METHODIST CHURCH
World Division of the Board of Global Ministries
475 Riverside Drive
New York, New York 10027

UNITED METHODIST COMMITTEE ON RELIEF
475 Riverside Drive
New York, New York 10027

THE UNITED PRESBYTERIAN CHURCH IN THE U.S.A.
The Program Agency
475 Riverside Drive
New York, New York 10027

UNEVANGELIZED FIELDS MISSION, INC.
306 Bala Avenue
Bala-Cynwyd, Pennsylvania 19004

VELLORE CHRISTIAN MEDICAL COLLEGE BOARD, INC.
475 Riverside Drive
New York, New York 10027

* VOLUNTEERS IN TECHNICAL ASSISTANCE, INC. (VITA)
3706 Rhode Island Avenue
Mount Mainier, Maryland 20822

WEST INDIES MISSION
1601 Ponce de Leon Boulevard
Coral Gables, Florida 33134

* WORLD EDUCATION
1414 Avenue of the Americas
New York, New York 10019

* WORLD NEIGHBORS
5116 North Portland Avenue
Oklahoma City, Oklahoma 73112

* WORLD RELIEF COMMISSION, INC. OF THE NATIONAL ASSOCIATION OF EVANGELICALS
P.O. Box 44
Valley Forge, Pennsylvania 19481

*+WORLD UNIVERSITY SERVICE, INC., U.S. COMMITTEE
20 West 40th Street
New York, New York 10018

* WORLD VISION RELIEF ORGANIZATION, INC.
919 West Huntington Drive
Monrovia, California 91016